

**DRAFT  
ENVIRONMENTAL  
IMPACT  
STATEMENT**

CONTINUED

## CONSULTATION AND COORDINATION

### SUMMARY OF PLANNING

Following addition of the Boston Harbor Islands to the National Park System in November 1996, members of the Boston Harbor Islands Partnership were appointed by the Secretary of the Interior and the Secretary of Transportation and convened for their first meeting on June 26, 1997. By fall 1997, a planning team from the National Park Service began working with a committee of the Partnership to develop the general management plan, a process that has involved monthly Planning Committee meetings, reports to the Partnership, presentations, public workshops, meetings with various advocacy and interest groups, and working sessions with staff from agencies and organizations that own and manage property in the park. The NPS planning team benefited from its members' previous work on the Boston Harbor Islands Special Resource Study. That work gained them familiarity both with the resource and the personnel involved in the Boston Harbor Islands.

A community-based planning process to shape the Boston Harbor Islands Advisory Council—whose members would be appointed by the Director of the National Park Service—began in fall 1997. After a series of workshops, the appointments were made in late winter 1998. Following election of officers and representatives to the Partnership in March 1998, two members of the Advisory Council took seats on the Partnership at the April 1998 meeting.

During the first three months of 1998, the Partnership sponsored seven public workshops throughout the region. The scoping workshops were structured to elicit broad comment and to engage a cross-section of staff members from the Partnership agencies as facilitators. Despite unfavorable New England winter weather, large numbers of people came to the workshops and spoke of their ideas and concerns about the islands. (See Appendix for a summary of the comments from these meetings.) One of the workshops was held at the North American Indian Center of Boston, with representatives of many tribes attending. Additionally, on March 9, 1998, the National Park Service held a consultation meeting with representatives of participant tribes of the Muhheconneuk Intertribal Committee on Deer Island, the Penobscot Nation, the Wampanoag Tribe of Aquinnah (Gayhead), the Stockbridge-Munsee band of Mohican Tribe, the Delaware Tribe of Western Oklahoma, and the

Mashantucket-Pequot Tribal Nation.

Three newsletters have been published during the planning process. The first announced the start of the planning process, the second (more than 10,000 copies distributed) publicized the community workshops, and the third described alternative concepts for the general management plan. Newsletters have also been posted on the park's web site.

Consultation proceeded with the State Historic Preservation Officer and with the Massachusetts Environmental Policy Office. Informal consultation has taken place with members of the Congressional delegation and state and local elected officials. Resource data on the island system continues to be gathered and analyzed on an ongoing basis. Notable research projects are a cultural landscape study; extensive bibliographies of cultural and natural resources compiled from regional and agency archives; a compilation of a geographic information systems (GIS) database; and a study of intermodal transportation service for the islands. GIS maps and other resource maps have been used by planners in analyzing resources and visitor patterns for the development of management areas.

With analysis of the resources and of public and agency comments, the NPS team, with the Planning Committee, outlined several directions for management alternatives. They then devised a range of visitor experiences and resource conditions and proposed six management areas that would prescribe resource conditions and visitor experiences throughout the park. The following criteria were developed and used in identifying geographic management areas.

- **Mainland Gateway Areas**—Mainland areas adequately sized and situated to provide facilities for transportation and major visitor services; good vehicular or mass transit access that does not disturb residential areas; ability to accommodate a high level of visitor activity without significant negative effects.
- **Visitor Services and Park Facilities Emphasis**—Island areas that have been previously disturbed or developed; that have little natural resource value; that are able to accommodate a high level of visitor activity without significant negative effects.
- **Historic Preservation Emphasis**—Island areas that contain historic buildings, structures, or landscapes; with mainly historic resource values; and are potentially affected by visitor activity.

- **Managed Landscapes Emphasis**—Island areas that reflect the imprint of human use (but not of primary cultural resource value); that retain some character-defining cultural resource features; that are able to accommodate a moderate level of visitor activity without significant negative effects.
- **Natural Features Emphasis**—Island areas that predominantly reflect forces of nature; that retain some feeling of “wilderness”; that potentially are affected by visitor activity.
- **Special Uses Emphasis**—Island areas that have already been developed by public agencies, and will continue to be used for nonpark public functions, such as MWRA’s Deer Island sewage treatment facility and the health facilities at Long Island.

The term “management zones” was used initially, but was changed to “management areas” when it became evident that people interpreted “zone” as in municipal zoning, which assumes a concept of full build-out rather than a permissive concept for identifying and prescribing future resource conditions and visitor experiences.

Considerable public comment followed the publication of the alternatives newsletter in which two alternative management concepts were presented. The Planning Committee and the NPS team made a presentation to the Partnership and the Advisory Council, attended a number of public meetings, and held many discussions to reach the conclusion that a third alternative concept was desired, which combined features from each original concept. Thus, Alternative C was created. Subsequently, the relative environmental impacts of each alternative have been analyzed and a preferred alternative has been selected. The preferred alternative, Alternative C, has been endorsed by both the Partnership and the Advisory Council. However, the Partnership will reconsider all alternatives and make a final selection following public review of and comments on the draft general management plan and draft environmental impact statement.

## COMPLIANCE WITH FEDERAL AND STATE LAWS AND REGULATIONS

In implementing the Boston Harbor Islands general management plan, the Partnership agencies will comply with all applicable laws and executive orders, such as those listed below. Consultation and coordination with appropriate federal and state agencies have been conducted during the preparation of this document. Regarding cultural resources,

consultation with the State Historic Preservation Office (SHPO) was initiated in June 1999, and a review copy of the draft general management plan and draft environmental impact statement was submitted in August 1999.

## NATURAL RESOURCES

- **National Environment Policy Act of 1969 (NEPA)**—The *Draft Environmental Impact Statement* will be on public review for 60 days. The *Final Environmental Impact Statement* will respond to or incorporate public comments submitted during the comment period.
- **Massachusetts Environmental Policy Act (MEPA)**—Resembles the federal process of public review and comments. Since the GMP is a policy-level document, a formal MEPA process is not applicable. Future development actions may be reviewed under a “Special Review Procedure” set up for the Partnership.
- **Endangered Species Act of 1973**, as amended (16 USC 1531 et seq.)—Section 7 requires all federal agencies to consult with the U.S. Fish and Wildlife Service to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitat.
- **Federal Water Pollution Control Act**, as amended, **Clean Water Act of 1977**, and **Water Quality Act of 1987** (33 USC 1251-1376)—Proposed actions would have little if any negative effect on water quality. All construction would comply with the requirements of sections 401 and 404 of the Clean Water Act and other applicable federal, state, and local regulations.
- **Massachusetts Natural Heritage and Endangered Species Program**—The Partnership will cooperate with the state to ensure that any state-listed species within the Boston Harbor Islands national park area are protected.
- **Coastal Zone Management Act (1972)** and **Coastal Barrier Resources Act (1982)** both as amended in 1990 —The Boston Harbor Islands lie within the Massachusetts coastal zone. Activities in the park must be consistent with Massachusetts coastal zone management policies.
- **Massachusetts Wetlands Protection Act** (M.G.L. ch. 131, S. 40; 1965 and amended)—Municipal conservation commissions are responsible for enforcing this state law, one of the strictest in the country, to protect inland and coastal wetlands.

## CULTURAL RESOURCES

Cultural resources within the Boston Harbor Islands will be managed in accordance with National Park

Service policies, including the “organic act ” of 1916; the Antiquities Act of 1906 (16 USC 431); the National Historic Preservation Act of 1966, as amended (16 USC 470); the National Environmental Policy Act of 1969, as amended (42 USC 4321, 4331, 4332); the Archeological Resources Protection Act of 1979 (16 USC 470); and the Native Americans Graves Protection and Repatriation Act of 1990 (25 USC 3001).

Section 106 of the National Historic Preservation Act requires that federal agencies that have direct or indirect jurisdiction take into account the effect of undertakings on National Register listed or eligible properties and allow the Advisory Council on Historic Preservation (ACHP) an opportunity to comment. In implementing the approved general management plan, the Partnership will consider developing a programmatic agreement with the Massachusetts State Historic Preservation Officer that takes into account the unique management structure of the Boston Harbor Islands and is consistent with the requirements of 36 CFR 800 and the 1995 Programmatic Agreement among the National Conference of State Historic Preservation Officers, the ACHP, and the National Park Service. The 1995 agreement requires the NPS to work closely with the state historic preservation officer (SHPO) and the ACHP in planning for national park areas.

The 1995 Programmatic Agreement also provides for a number of programmatic exclusions for specific actions that are not likely to have an adverse effect on cultural resources. The actions may be implemented without further review by the Massachusetts State Historic Preservation Officer or the ACHP provided that National Park Service internal review finds the actions to meet certain conditions. Undertakings, as defined in 36 CFR 800, not specifically excluded in the Programmatic Agreement must be reviewed by the state historic preservation officer and the Advisory Council before implementation. Throughout the process there will be early consultation on all potential actions.

Prior to any ground-disturbing action by park managers, a professional archeologist would determine the need for archeological activity or testing evaluation. Any such studies would be carried out in conjunction with construction and would meet the needs of the state historic preservation office. Section 110 of the National Historic Preservation Act requires the NPS to identify and nominate to the National Register of Historic Places all resources under its jurisdiction that appear to be eligible. Historic areas of the national park system are automatically listed on the National Register upon their establishment by law or executive order.

The following table identifies actions contained within the general management plan alternatives that would likely require review under Section 106 of the National Historic Preservation Act and under the 1995 Programmatic Agreement and the nature of the review.

POTENTIAL ACTIONS WHICH MAY OCCUR IN ONE OR MORE ALTERNATIVES	COMPLIANCE REQUIREMENTS
Rehabilitate historic structures for visitors and staff use	SHPO consultation
Remove unsafe structures	SHPO consultation to determine eligibility for National Register to mitigate adverse effects
Install health and safety improvements to buildings and facilities	Review by NPS cultural resource specialists (stipulation IV. B, 10)
Install utilities	SHPO consultation
Preserve and maintain historic structures	Review by NPS cultural resource specialists (stipulation IV. B, 1)
Construct new piers or rehabilitate existing piers	SHPO consultation
Construct new buildings for visitor or staff use	SHPO consultation
Construct freestanding waysides and signage	Review by NPS cultural resource specialists (stipulation IV. B, 10)
Construct amphitheater	SHPO consultation
Install composting toilets	SHPO consultation
Expand trail and walkway system	SHPO consultation
Install shade shelters	SHPO consultation
Build camp sites	SHPO consultation
Rehabilitate cultural landscapes or restore native vegetation	SHPO consultation on cultural landscape treatment plan

## LIST OF DEIS RECIPIENTS

### FEDERAL ELECTED OFFICIALS

Senator Edward M. Kennedy  
Senator John F. Kerry  
Congressman Michael Capuano  
8th Congressional District  
Congressman William Delahunt  
10th Congressional District  
Congressman Barney Frank  
4th Congressional District  
Congressman Edward Markey  
7th Congressional District  
Congressman Joseph Moakley  
9th Congressional District  
Congressman John Tierney  
6th Congressional District

### FEDERAL AGENCIES

Advisory Council on Historic Preservation  
Department of Agriculture  
Natural Resources Conservation Service  
Department of Commerce  
National Oceanic and Atmospheric Administration,  
National Marine Fisheries Service  
Department of the Interior  
Fish and Wildlife Service  
Environmental Protection Agency  
United States Coast Guard  
Boston Harbor Islands Partnership  
Boston Harbor Islands Advisory Council  
John F. Kennedy Library

### MASSACHUSETTS ELECTED OFFICIALS

Speaker of the House Thomas Finneran  
Senate President Thomas Birmingham  
Representative Bruce Ayers, First Norfolk  
Representative Vinny deMacedo, First Plymouth  
Representative Paul Haley, Fourth Norfolk  
Senator Robert Hedlund, Plymouth and Norfolk  
Senator Stephen Lynch, First Suffolk  
Senator Michael Morrissey, Norfolk and Plymouth  
Representative Mary Jeanette Murray, Third Plymouth  
Representative Stephen Tobin, Second Norfolk

### COMMONWEALTH OF MASSACHUSETTS AGENCIES

Commission on Indian Affairs  
Department of Environmental Management  
Department of Environmental Protection

Department of Fisheries, Wildlife and Environmental  
Law Enforcement  
Division of Marine Fisheries  
Executive Office of Environmental Affairs  
Massachusetts Port Authority  
Massachusetts State Police  
Massachusetts Water Resources Authority  
Metropolitan District Commission  
Natural Heritage and Endangered Species Program  
State Historic Preservation Office

### AMERICAN INDIAN TRIBES

Delaware Tribe of Western Oklahoma  
Delaware Tribe of Indians (Bartlesville)  
Mashantucket-Pequot Tribal Nation  
Mohegan Indian Tribe of Connecticut  
Stockbridge-Munsee Tribe of Mohican Indians  
Muhheconneuk Intertribal Committee on Deer Island  
Narragansett Indian Tribe  
Penobscot Nation  
Wabanaki Tribes of Maine  
Wampanoag Tribe of Aquinnah (Gay Head)  
Other culturally associated tribes

### LOCAL AGENCIES

City of Boston  
Office of Environmental Services  
Parks & Recreation Department  
Boston Redevelopment Authority  
City of Chelsea  
Town of Hingham  
Town of Hull  
City of Lynn  
City of Quincy  
City of Revere  
City of Salem  
Town of Weymouth  
Town of Winthrop

### ORGANIZATIONS

Appalachian Mountain Club (AMC)  
Beacon Management Company  
Bosport Docking, LLC Constitution Marina  
The Boston Harbor Association  
Conservation Law Foundation  
Environmental Diversity Forum  
Environmental Lobby of Massachusetts  
Friends of the Boston Harbor Islands  
Friends of the Lightship Nantucket

Fort Revere Park and Preservation Society  
 Greater Boston Convention and Visitors Bureau  
 Hull Chamber of Commerce  
 Hull Lifesaving Museum  
 Jones Hill Neighborhood Association  
 Massachusetts Bay Education Alliance  
 Massachusetts Marine Educators  
 Metropolitan Area Planning Council (MAPC)  
 National Parks and Conservation Association (NPCA)  
 New England Aquarium  
 Roxbury Multi-Service Center  
 Save the Harbor/Save the Bay  
 Seaside Environmental Alliance  
 Sierra Club  
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## NPS PLANNING TEAM

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